Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

PEEL: Police effectiveness 2017

An inspection of Hampshire Constabulary



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Force in numbers

Calls for assistance

Incidents per 1,000 population 12 months to 30 June 2017

Hampshire Constabulary	England and Wales
205	282

Anti-social behaviour

Anti-social behaviour (ASB) incidents per 1,000 population 12 months to 31 March 2017

Hampshire Constabulary	England and Wales
25	31

Change in ASB incidents 12 months to 31 March 2016 against 12 months to 31 March 2017

Hampshire Constabulary	England and Wales
+11%	-0.05%

Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2017

Hampshire Constabulary	England and Wales
80	77

Change in recorded crime 12 months to 30 June 2016 against 12 months to 30 June 2017

Hampshire Constabulary	England and Wales
+18%	+14%

Crime outcomes*

	Hampshire Constabulary	England and Wales
Charged/summonsed	8%	10%
Evidential difficulties: suspect identified but victim does not support action	19%	13%
Investigation completed but no suspect identified	41%	48%

Domestic abuse

	Hampshire Constabulary	England and Wales
Domestic abuse incidents per 1,000 population 12 months to 30 June 2017	—	15
Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2017	13%	11%

Organised crime groups

	Hampshire Constabulary	England and Wales
Organised crime groups per 1 million population as at 1 July 2017	14	47

***Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2017. For further information about the data in this graphic please see annex A.**

Risk-based inspection

HMICFRS adopted an interim risk-based approach to inspection in 2017 in order to focus more closely on areas of policing where risk to the public is most acute.[1] Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Hampshire Constabulary was assessed against the following areas in 2017:

- Investigating crime and reducing re-offending;
- Protecting vulnerable people; and
- Specialist capabilities.

Judgments from 2016[2] remain in place for areas which were not re-inspected in 2017. HMICFRS will continue to monitor areas for improvement identified in previous inspections and will assess how well each force has responded in future reports.

[1] More details of the interim risk-based approach are on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based

[2] The 2016 effectiveness report for Hampshire Constabulary is on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-hampshire

Effectiveness overview

Judgments

Overall effectiveness 2017  **Good**

Question	Grade	Last inspected
Preventing crime and tackling anti-social behaviour	 Good	2016
Investigating crime and reducing re-offending	 Good	2017
Protecting vulnerable people	 Good	2017
Tackling serious and organised crime	 Good	2016
Specialist capabilities	Ungraded	2017

Summary

Hampshire Constabulary is good at keeping people safe and reducing crime. The force has made good progress, and it is to be commended for the steps it has taken to address the areas for improvement identified in our 2016 effectiveness inspection.

The force is good at investigating crime. It allocates investigations to officers and staff who have the appropriate skills and experience. Officers and staff are busy, but workloads are manageable. The force's investigations and updates to victims for more serious crimes are of a consistently high standard, and have improved for other, less serious, crimes. However, the consistency and recording of victim

updates and supervisory instructions could be improved further. We also found that the quality of initial enquiries carried out by response officers is inconsistent. The force has improved its contact with victims of crime and its ability to examine digital devices in support of investigations.

Hampshire Constabulary is good at identifying and protecting vulnerable people. All officers and staff display a good understanding of when a person might be vulnerable and use structured risk-assessment methods. The quality of referrals to specialist officers is good. However, the force needs to ensure that information about children who might be affected by an incident is fully recorded. The force works well with partner organisations, like local councils. It works with mental health trusts to support people who have a mental health condition, and it is involved in effective multi-agency arrangements to provide support to vulnerable victims. The force has increased its use of powers of arrest and ancillary orders, and has reduced the proportion of victims of crime who do not support police action. It has good processes in place to protect the public from prolific and dangerous offenders, and to manage the risk from foreign national offenders.

Hampshire Constabulary has effective specialist capabilities and is generally well-prepared to deal with national threats such as terrorism and civil emergencies.

Investigating crime and reducing re-offending



Good

Initial investigation

Hampshire Constabulary conducts an effective initial investigation in most cases, using appropriately skilled and experienced officers and staff. However, there are some inconsistencies in the way it completes initial enquiries.

The force receives most reports of crime over the telephone in the force contact centre, which assesses calls using the THOR risk-assessment model.[3] This model is used to identify whether a police officer needs to attend an incident, either immediately or as a priority, in which case the force control room manages the call. The force provides a prompt and effective response to the majority of priority calls. If an urgent response is not required, the crime is allocated to the force telephone resolution centre, which passes it to one of the police investigation centres[4] if it is not suitable for investigation over the telephone. Figures supplied by the force indicate that 31 percent of all crime reported to the force is dealt with over the telephone. We reviewed a small sample of such cases and found that overall the force deals with them appropriately, identifying and pursuing relevant lines of enquiry. The time taken for the police investigation centre to make the initial telephone call to victims has improved since last year, reducing from 23 to 2 days on average.

In our fieldwork we found that the vulnerability of victims determines the force's response. The force completes initial enquiries and so-called golden hour[5] enquiries to a high standard in cases where the victim is vulnerable, and makes good use of body-worn video cameras to gather evidence when appropriate. However, in other cases the standard of enquiries is less consistent. We heard from some investigators in the police investigation centres that it is not unusual for them to spend time gathering evidence that should have been obtained by the attending officers, which leads to delays in investigations. We heard from response officers that sometimes the pressure of other more urgent calls means that they do not have enough time to

[3] This model takes account of the threat, harm, opportunity and risk, to determine the appropriate police response to a call.

[4] Hampshire Constabulary has three police investigation centres that include both uniformed officers and detectives.

[5] Golden hour enquiries are the initial steps that an officer should take when attending a crime. If possible, these should include taking statements and making relevant local enquiries, such as house-to-house enquiries.

gather all the evidence they need. The force should take steps to understand why this is occurring, because there is a risk that some evidence could be lost or gathered in an inefficient way.

The force has a good approach to managing allegations of fraud. The force's figures show that, in the 12 months to 30 June 2017 the National Fraud Intelligence Bureau referred 962 cases of fraud to the force. We found that the force has good systems in place to assess these cases and that it uses officers and staff with expertise in fraud investigations to ensure that they are investigated well. The force also makes effective use of publicity campaigns and visits to vulnerable people to raise awareness of fraud.

Investigation quality

Hampshire Constabulary investigates crime well. The force has improved its performance in this area since our 2016 effectiveness inspection, when we identified the low use of formal action taken[6] against suspects, heavy workloads being carried by investigators, inconsistent supervision and contact with victims, delays for evidence to be gathered from digital devices, and the high use of outcome 16[7] to finalise investigations. In 2017, we found a much-improved situation. Investigators we spoke to in all areas of the force told us that their workloads, while still heavy, are now manageable. The average wait for digital devices to be examined has reduced from six to three months, and the force can process urgent cases in a day if required.

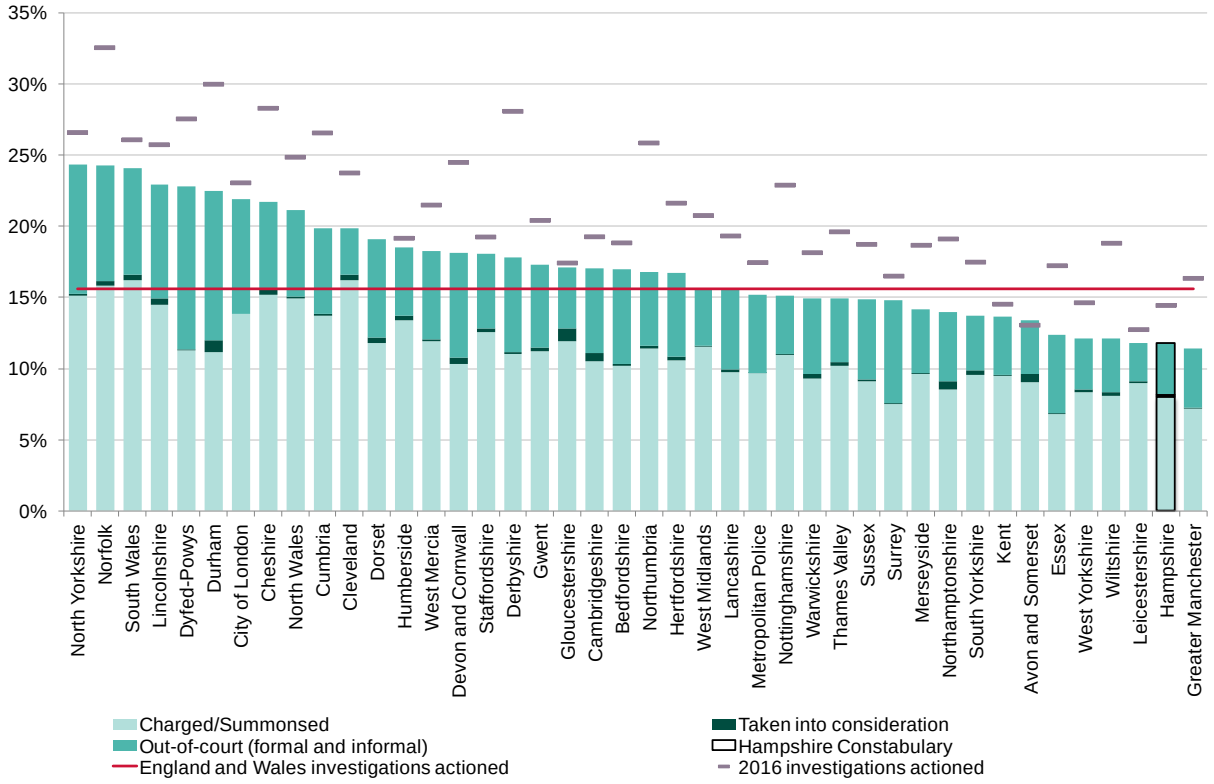
The force has adequate intelligence support and sufficient access to specialist officers such as those in the Amberstone team, which deals with rape and serious sexual offences. In the 12 months to 30 June 2017, the force achieved a charge / summonsed in only 8.0 percent of cases. This is lower than the England and Wales proportion of 10.2 percent. However, figures provided by the force during fieldwork indicate that in the 12 months to 30 November 2017 it achieved a charge / summonsed outcome in 9.2 percent of all cases. The action the force has taken is starting to improve outcomes. The force has worked hard to understand why it was using outcome 16 more than most other forces in England and Wales. Investigators have now received training in how to pursue prosecutions without the support of the victim. During our fieldwork we saw evidence that, when appropriate, the force is pursuing prosecutions in cases in which the victim is unwilling to support a prosecution. In the 12 months to 30 June 2017, the proportion of cases assigned an outcome of evidential difficulties; suspect identified and victim does not support

[6] Formal action taken describes an outcome to an investigation where the suspect is charged or summonsed to court in respect of the allegation.

[7] Outcome 16 is a Home Office classification used to describe the finalisation of an investigation where the suspect was identified, but there were evidential difficulties and the victim did not support police action.

police action was 19.4 percent. This is higher than the England and Wales proportion of 12.9 percent. However, data supplied by the force during inspection for the six months to 31 October 2017 indicate that the use of outcome 16 has reduced to 15 percent. This illustrates the progress being made by the force.

Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017[8],[9]



Source: 2016 and 2017 Home Office Outcomes Data
For further information about this data, please see annex A

Overall, the force maintains good contact with victims during investigations, although it needs to ensure that it records this accurately so that it can monitor its performance properly. Victims of fraud receive support through Operation Signature, a scheme involving visits to vulnerable victims of fraud by safer neighbourhood officers who assess the victims' vulnerability. The force is developing a comprehensive plan to make sure that it can track the satisfaction of members of the public who it comes into contact with. This is a positive step. It will encompass feedback from a broader range of respondents than before, and will allow a more sophisticated understanding of overall satisfaction.

[8] Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

[9] Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

HMICFRS is aware that in the nine months before the inspection the force implemented a plan to improve the quality of investigations. During the fieldwork we reviewed a sample of about 60 cases, including both complex and volume crimes. We found that almost all of the cases we examined were well-investigated and subject to effective supervision, with updates provided to victims. We found that evidence of supervisory oversight, or the provision of regular updates to victims was more limited for some cases involving less serious crimes. We heard from officers in one of the investigation centres that sometimes what is recorded on the crime report may not fully reflect the conversations they have had with their supervisors. This may make it difficult for the force to track the effectiveness of its improvement plan. The force needs to ensure that all victims receive regular updates, that supervisors provide clear direction, and that these actions are always recorded.

Reducing re-offending

Hampshire Constabulary is good at reducing re-offending and its approach to managing foreign offenders is robust.

The force has provided data that show its use of police powers to arrest suspects has increased by 23 percent since last year. Officers we spoke to during the inspection confirmed that they are using their powers of arrest more frequently as a means to protect victims by removing the offender from the scene, even when the victim may not initially support the police action. The force is focusing on tracking down and arresting outstanding suspects and it has district-level management information to identify which offenders are outstanding, and how many of them there are. It uses a structured approach, prioritising action to arrest outstanding offenders on the basis of the risk they pose to the public. The force has increased the number of suspects circulated on the Police National Computer by 18 percent in the past year, although overall numbers are low when compared with the England and Wales rate.

The force works well to identify the threats posed by foreign national offenders. In the 12 months to 30 June 2017 the force detained 2,621 foreign nationals and made 1,689 referrals to the Immigration Enforcement and Control Unit. This gives Hampshire one of the highest compliance rates in England and Wales, indicating that the force takes seriously its responsibility to manage the risk posed by foreign national offenders. There are strong operational and partnership arrangements with agencies such as immigration enforcement. Referrals for information to the National Police Chiefs' Council criminal records office (ACRO)[10] have risen by 8 percent in the past year. We found evidence of some innovative practice emerging; for

[10] ACRO Criminal Records Office manages criminal record information and improves the exchange of criminal records and biometric information in England and Wales.

example, the force now combines arrest data and other intelligence about foreign national offenders to obtain a more comprehensive understanding of the risks that a person might pose.

We also saw evidence of an innovative approach for managing prolific and dangerous offenders. The integrated offender management (IOM) scheme[11] includes offenders who steal, burgle and rob, domestic abuse perpetrators and also people whose offending behaviour is presenting a growing threat. The force tracks offending behaviour through constant monitoring, and is able to demonstrate sustained reductions in offending behaviour. Its management of dangerous offenders is good. The force has introduced an offender management hub that co-locates the Visor co-ordinator with the multi-agency public protection arrangements (MAPPA), the IOM team and the lead officer responsible for tackling stalking. Regular meetings take place in which concerns and information about potential high-harm offenders are exchanged, and action taken to intervene to protect the public.

Areas for improvement

- The force should take steps to ensure that all available evidence is recorded at the scenes of crimes.
- The force should ensure that volume crime investigations receive consistent, regular, and active supervision, and that it maintains meaningful contact with victims to further improve investigation quality and progress.

[11] Integrated offender management schemes are multi-agency arrangements where partners such as the police and the national offender management service work together to reduce the offending behaviour of those on the scheme.

Protecting vulnerable people and supporting victims



Good

Identifying vulnerability

Hampshire Constabulary is good at identifying people who are vulnerable when they first contact the force. It identifies a higher proportion of callers as vulnerable than almost every other force in England and Wales. Officers and staff who deal with calls from the public are well-trained to identify vulnerability, and use the THOR risk-assessment model to inform their decision-making. The force has created bespoke question sets which call handlers use further to identify the risk in particular types of calls, such as those which are about people who are missing.

The force computer system automatically identifies repeat vulnerable callers, but to obtain full details it is often necessary to access a separate system. The computer system is due to be replaced in spring 2018 by a system that will incorporate all relevant information. This improvement in how reliably the force is able to identify repeat victims is particularly important because it currently identifies only 10 percent of callers as repeat victims, which is below the England and Wales rate of 17 percent. Being a repeat victim of crime or anti-social behaviour is likely to increase a victim's vulnerability. The force should ensure that it understands the reasons for this low rate to make sure that it is not failing to identify repeat victims, and is providing them with the necessary support. HMICFRS is encouraged to see that the force has stopped conducting some domestic abuse risk-assessments over the telephone. Now all victims of domestic abuse see a police officer, who assesses their risk at the time of their meeting.

Hampshire Constabulary uses the nationally-agreed definition of vulnerability. Its principles are well understood and are applied by officers and staff when dealing with the public. The force has a good understanding of the scale of vulnerability (such as child sexual exploitation and domestic abuse) in its area. Tackling vulnerability is a high priority for the force, as demonstrated by the additional resources it has invested into areas such as dealing with rape and sexual assaults and the training it has given to officers and staff on identifying vulnerability. Officers and staff told us during our fieldwork that there is also a focus on uncovering hidden harm. The multi-agency safeguarding hubs (MASHs)[12] provide additional scrutiny of the circumstances of cases and neighbourhood teams are aware of the indicators of

[12] A MASH is a partnership arrangement in which professionals such as police and social workers are co-located and work together to exchange information and protect vulnerable people.

modern slavery. This has led to a reported increase in the number of related intelligence submissions to the force intelligence bureau by officers and staff working in neighbourhoods.

Initial response

Hampshire Constabulary responds well to incidents which involve vulnerable people. It has invested in training to improve the workforce's understanding of vulnerability. HMICFRS found that officers and staff at all levels had an understanding of vulnerability. Senior leaders provide consistent messages about the force's focus on vulnerable people. The force's strategic priorities are reflected in its operational activities, such as applying the THOR risk-assessment model to incidents. However, the force should reassure itself that investigative opportunities are being properly considered in all cases which involve vulnerable victims. During our fieldwork we found two hate crimes in which response officers were not despatched when the offender was still at or near the scene because the incidents were viewed as falling within the safer neighbourhood team's area of responsibility. This meant that two cases that required an urgent response did not receive it. In these circumstances, vulnerable victims may not get the service they need, and opportunities to bring offenders to justice may be lost.

In summer 2017 the force introduced the public protection notice (PPN) form, a single risk-assessment form that replaced various other referral and risk-assessments where victim safety is involved, such as domestic abuse and child protection cases. The assessment is completed on a mobile data device by the officer at the scene; information about risk and necessary follow-up action from the PPN is then transferred electronically, without delay, to the appropriate recipient. HMICFRS found the standard of PPNs to be good. There are quality-assurance processes in place with frontline supervisors and within the MASHs. Feedback is provided to officers and their supervisors, and we heard from supervisors in the MASHs that the quality of PPNs has improved since their introduction. The force is aware it needs to do more in relation to the 'voice of the child'.[13] In particular, we found that some PPN forms do not contain sufficient detail for children's care services to make a proper assessment, because officers had not spoken to children, or officers had not fully described the children's behaviours and environment. The force plans to address this in further domestic abuse awareness training.

HMICFRS found consistent evidence that frontline officers safeguard vulnerable victims and make good use of body-worn video cameras to record evidence when appropriate. The force is aware of problems with its technology to download and disseminate these images throughout the force, and it is addressing these problems.

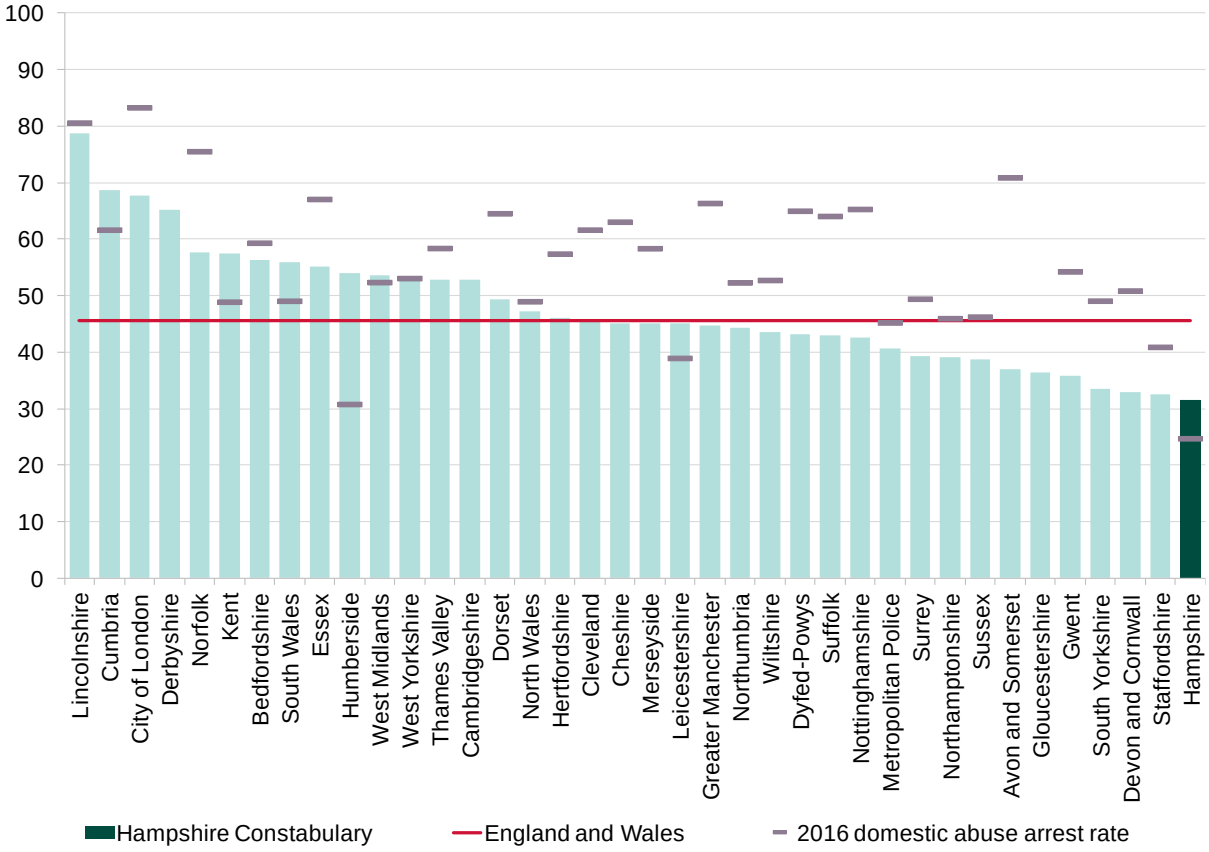
[13] The voice of the child refers to the need to make sure that children's voices are heard during any assessments or decisions that affect them.

Domestic abuse victims are referred to organisations that can provide support, such as Blue Lamp and Yellow Door,[14] and officers have easy access to alarms and information such as domestic abuse information packs that can be given to victims. Dedicated safeguarding teams focus on high-risk domestic abuse victims. Neighbourhood officers and staff, mainly police community support officers, conduct follow-up visits to victims which involve making a structured assessment to aid safety planning for all medium-risk domestic abuse cases. In relation to rape offences, officers within the Amberstone teams provide support for victims from the point of initial report and throughout the investigation. HMICFRS found evidence that the force provides information to partner organisations when appropriate.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not linked directly to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential forms of action (for further information, please see annex A). HMICFRS has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

[14] These are both not-for-profit organisations that provide support to victims of domestic and sexual violence.

Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017[15],[16]



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data[17]
For further information about this data, please see annex A

In our 2016 effectiveness report, we highlighted the force's very low use of arrest in domestic abuse cases. The force is to be commended for how it has addressed this. The arrest rate has increased from 25 arrests per 100 domestic abuse-related crimes (in the 12 months to June 2016) to 31 arrests over the same period in 2017. During our fieldwork, the force informed us that in the six months to 30 September 2017 this rate had risen to 49 arrests per 100 domestic abuse-related offences.

[15] Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

[16] North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

[17] The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

Mental health

Officers and staff in Hampshire Constabulary are good at identifying and supporting people who have mental health problems. They have received training in mental health and recognise it as a reason why a person may be vulnerable. The THOR risk-assessment approach helps officers and staff to identify when mental health problems are causing vulnerability, and helps them to respond appropriately. Three full-time members of the workforce are dedicated to leading the force response to mental ill-health. They provide training, raise awareness, and work with officers and staff within the force and with external partner organisations to improve the service given to people with a mental health problem. The force has strong partnerships with agencies such as the mental health trusts and it meets them regularly to discuss people who are especially vulnerable because of a mental health condition. Specific care plans are created through these meetings and are held on the force's computer system. These plans allow call takers to make deployment decisions and instigate referrals to other agencies based on a broader understanding of a person's needs, rather than by just deploying a police officer. Not only does this save police time, it also ensures that people with mental health problems get access to the right help and support more quickly. We heard from the force that this has reduced the number of police deployments to 'concern for safety' incidents from 3,000 deployments per month in 2014, reduced to 1,400 in 2017.

The force has clear policies and guidance for officers and staff about how to support members of the public who have a mental health problem. These are available on the force's intranet along with other useful information, such as the contact details of organisations that can provide support. A dedicated mental health professional works in the force control room between 5pm and 2am from Thursday to Sunday each week. The force considers this is more effective than using a mobile mental health professional to respond to calls because of the wide area that Hampshire Constabulary covers. Outside these hours the force can access support and advice from the mental health duty teams who are based in health service premises. However, the force and its partners are working to extend the provision of a dedicated mental health professional to a 24-hour 7-day service.

Investigating crimes involving vulnerable people

Hampshire Constabulary investigates crimes involving vulnerable people well, and has improved its performance in this area since our 2016 effectiveness inspection. Although the workloads of officers and staff investigating cases with vulnerable victims are high, they are manageable, and crimes are investigated by officers and staff who have the right skills. The force has increased the number of investigators and officers in its Amberstone (rape investigation) teams, but their workloads remain high and this is continuing to affect the timeliness of investigations. HMICFRS is encouraged by the force's implementation of the recommendations of our 2016

national thematic inspection into stalking and harassment. We examined a sample of such investigations and found these were much improved from the cases we reviewed earlier in the year as part of the pre-fieldwork phase of the inspection. We found that all investigative opportunities are identified, victims are safeguarded and good contact is maintained with victims.

In our 2016 effectiveness inspection HMICFRS identified that the force needed to understand why so many victims of domestic abuse did not support the police investigation, and were unwilling for the case to go to court. HMICFRS identified that the force could make more use of police powers of arrest of the suspects to protect victims of domestic abuse. The force conducted a comprehensive analysis of these problems and has addressed them constructively. Figures supplied by the force for the 12 months to 30 June 2017 indicate that the domestic abuse arrest rate has increased by 27 percent when compared with the 12 months to 30 June 2016. There has been a further improvement when compared with the latest information supplied by the force for the six months to 30 November 2017. HMICFRS recognises the time lag between the effect of increased arrests and any change in the number of prosecutions. It is therefore helpful that the force has also provided data on the use of outcome 16 and on the proportion of domestic abuse crime that has resulted in a prosecution, for the six-month period up to November 2017. In the 12 months to 30 June 2017, the rate of evidential difficulties; suspect identified and victim does not support police action was 50 per 100 domestic abuse-related crimes. The additional data provided by the force indicates that, for the six months to 30 November 2017, this rate has fallen to 47 per 100 domestic abuse-related crimes. During the same period of time, the rate of offenders being taken to court for domestic abuse crimes has also risen, from 8 charges / summonses per 100 domestic abuse-related crimes in the year to 30 June 2017, to a rate of 12 for the six months to 30 November 2017.

These figures indicate that there is a decrease in the use of outcome 16 from 50 percent to 47 percent. During the same period of time the proportion of offences that resulted in an offender being taken to court for domestic abuse crimes has risen from 8 percent to 12 percent. The effect of the force's work can be seen in the use of the dedicated domestic abuse court at Basingstoke. In November 2016, the court had one half-day session per week to deal with nine suspects on average, but this is now a full-day session and at the time of the inspection 23 defendants were due to attend the court that week, with a similar number scheduled for the following week. However, HMICFRS was disappointed to learn that the force automatically excludes all victims of domestic abuse who did not support the police investigation from its victim satisfaction surveys. This may mean that it misses the chance to enrich its understanding about why some victims of domestic abuse do not feel able to support police action against their abuser.

In our 2016 effectiveness inspection we also commented that the force made a low use of other legal powers, known as ancillary orders, to protect vulnerable people. There was particularly low use of domestic violence protection notices (DVPNs) and

orders (DVPOs).[18] Again, the force has acted to improve its performance. In the 12 months to 30 June 2017, the force made 53 applications for DVPNs. This is an increase from 28 applications in the same period in 2016. Data provided by the force during fieldwork also shows that in the 12 months to September 2017, the number of DVPN applications has increased to 107. However, we could not find a reason why only 68 DVPNs were then converted into DVPOs. The force needs to ensure it is making the best use of this power to protect victims.

Partnership working

Hampshire Constabulary works well with partners to protect vulnerable people and has effective MASH and multi-agency risk assessment conference (MARAC)[19] arrangements. There are MASHs in place throughout the force area. HMICFRS visited two of these MASHs and saw the force working well with partners to safeguard vulnerable people. There are manageable workloads for officers and staff in the MASHs, limited backlogs in referrals, and seven-day-a-week processes in which officers and staff from each MASH provide support to other MASHs to manage workloads. Those working within the MASHs provide feedback to the force's frontline officers and staff to improve the quality of referrals, which they have assessed as generally good and improving.

HMICFRS was impressed by the approach the force and its partners have taken in Southampton in relation to high-risk domestic abuse cases. The force intends to extend this approach to other areas. These cases no longer go to a MARAC but are dealt with effectively and far more promptly at a daily meeting that contains all the constituent elements of a MARAC. Although we see the value of this approach, the force should ensure that all relevant information is available within this new process. It is our opinion that it may be appropriate to delay certain cases being taken to the meeting until the independent domestic violence adviser has spoken to the victim, because this information often helps to inform MARAC decision-making.

The force has a robust process to manage dangerous and sexual offenders. The offender management team conducts frequent visits to check that MAPPA subjects are complying with any relevant conditions. These visits are always unannounced and are conducted within appropriate timescales. Officers and staff from the offender management team are proactive in their approach. They conduct

[18] DVPNs may be issued by an authorised police officer to prevent a suspected perpetrator from returning to a victim's home and/or contacting the victim. Following the issue of the DVPN the police must apply to the magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

[19] MARACs are meetings between the police and partners, such as social care and children's care services, at which information about high-risk domestic abuse cases is pooled so that an overall plan to protect the victim can be made.

visits to all MAPPA sex offenders released from prison within seven days, and spend time briefing safer neighbourhood teams about their work. Good use is made of sexual harm prevention orders, with 181 obtained during the 12 months 30 June 2017. At the time of our 2016 effectiveness inspection, the force had obtained only 11 such orders in the 12 months to 30 June 2016. The force attributes this increase to the proactive work of the offender management and neighbourhood teams, targeting offenders and generating intelligence. This proactive work is evidenced in the recent Operation Matrix, a joint investigation by the offender management and neighbourhood policing teams in Portsmouth. Intelligence indicated that known vulnerable girls were being seen in the company of registered sex offenders.
As a result of this investigation a male sex offender was convicted of further offences and sentenced to six years' imprisonment.

Areas for improvement

- The force should ensure that officers dealing with incidents involving children who may be vulnerable consistently record all relevant information.
- The force should ensure its process to obtain feedback from victims of domestic abuse includes those victims who do not support police action.

Specialist capabilities

Ungraded

National policing responsibilities

The Strategic Policing Requirement (SPR)[20] specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Hampshire Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force routinely assesses its capability to respond to the six national threats included in the SPR. This forms part of an annual cycle to set force priorities and allocate resources to them.

To build the capability to address the threats, chief officers have been assigned to each of them as part of a development programme. We found the programme to be an effective means of engaging the workforce and developing the skills and experience it requires.

The force has established a comprehensive training programme. Recent training exercises have been completed with other organisations to examine the joint response to civil disorder, firearms attacks and other emergencies.

Firearms capability

HMICFRS inspected how well forces were prepared to manage firearms attacks in our 2016 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a firm focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. *The Code of Practice on the Police Use of Firearms and Less Lethal Weapons*[21] makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be

[20] The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

[21] *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Hampshire Constabulary operates joint arrangements with Thames Valley Police to provide armed policing. The force has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance. The force last reviewed its APSTRA on 13 September 2017.

In Hampshire, we found that the designated chief officer scrutinised the APSTRA closely. He formally approved its content, which includes the levels of armed capability and capacity that the threats require. His decisions and the rationale on which they are based are clearly auditable.

The force has recently completed a programme to increase the number of armed response vehicle officers. HMICFRS found that a clear justification for this decision had been set out in the force APSTRA.

Annex A – About the data

The information presented in this report comes from a range of sources, including data published by the Home Office, the Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMICFRS collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they provided us, to ensure the accuracy of the evidence presented. For instance:

- Data that forces submitted were checked and queried with those forces where data were notably different from other forces or were internally inconsistent.
- All forces were asked to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail within this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2016 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMICFRS surveyed the police workforce across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of assigned tasks. This survey was a non-statistical, voluntary sample which means that results may not be representative of the workforce population. The number of responses varied between 16 and 1,678 across forces. Therefore, we treated results with caution and used them for identifying themes that could be explored further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments

Review of crime files

HMICFRS reviewed 2,700[22] police case files across crime types for:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. We randomly selected files from crimes recorded between 1 January 2017 and 31 March 2017 and assessed them against several

[22] 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

criteria. Due to the small sample size of cases selected per force, we did not use results from the file review as the sole basis for assessing individual force performance, but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMICFRS with data or the data supplied by the forces were not comparable.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 geographic police forces in England and Wales. In 2017, the data requested from forces contained a different breakdown of occurrences where the police were called to an incident.

Recorded crime and crime outcomes

These data are obtained from Home Office police recorded crime and outcomes data tables for the 12 months to 30 June 2017 and are taken from the October 2017 Home Office data release, which is available from:

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

Total police-recorded crime includes all crime, except fraud offences, recorded by all police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Data referring to police-recorded crime should be treated with care, as recent increases may be attributed to the renewed focus on the quality and compliance of crime recording since HMICFRS' national inspection of crime data in 2014.

Suffolk Constabulary was unable to submit 2017 outcomes data to the Home Office due to data quality issues, relating to the changing of its crime recording system to Athena. Therefore Suffolk Constabulary has been excluded from the England and Wales figure

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2017 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. Therefore these data are subject to change, as more crimes are assigned outcomes over time.

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis.

- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind.

- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf

Anti-social behaviour

These data are obtained from Office for National Statistics data tables (year ending 31 March 2017), available from:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

All police forces record incidents of anti-social behaviour (ASB) reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Forces record incidents under NSIR in accordance with the same victim-focused approach that applies for recorded crime, although these data are not subject to the same quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with ASB incidents (for example, local authorities and social landlords), but incidents reported to these agencies will not generally be included in police data.

When viewing this data the reader should be aware that Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2015-16 the force could not identify whether these were ASB or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that two percent of ASB incidents in the reporting year for 2015-16 is estimated.

Domestic abuse

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules[23] to ensure consistency across forces, and within published data sets.

Data relating to domestic abuse arrests and outcomes were collected directly from all 43 geographic police forces in England and Wales.

Further information about the domestic abuse statistics and recent releases is available from:

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017

When viewing this data the reader should be aware that North Yorkshire Police was unable to give the Home Office comparable data on domestic abuse-flagged crimes. The force extracted data for HMICFRS on the powers and outcomes used to deal with these offences by using an enhanced search. This search examined additional factors (such as the victim / suspect relationship) and included a keyword search to identify additional domestic abuse crimes which may not have been flagged. The force used a simpler search, which identified domestic abuse crimes by flagging alone, to extract data it supplied to the Home Office. As North Yorkshire Police's data on domestic abuse are not comparable with other forces, we have excluded the data.

[23] Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

Organised crime groups (OCGs)

These data were collected directly from all 43 geographic police forces in England and Wales. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

As at 1 July 2017 City of London Police had recorded 46 OCGs. However during the inspection we found that only six OCGs were within the force's geographical area and the remaining 40 were part of the National Fraud Intelligence Bureau's remit.

Figures in the report

Not all forces' reports will contain all the figures we mention in the sections below. This is because some forces' data was incomplete or not comparable with England and Wales data, and in 2017 HMICFRS undertook risk-based inspections. More details about our risk-based approach can be found here: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based

Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017

These data were collected directly from all 43 geographic police forces in England and Wales. HMICFRS collected data on anti-social behaviour powers, including:

- criminal behaviour orders;
- community protection notices;
- civil injunctions; and
- dispersal orders.

Together these powers form the anti-social behaviour (ASB) powers considered in this report.

The Crime and Policing Act 2014 introduced ASB powers which can be applied by both local authorities and the police. The ASB powers data provided in this report covers police data. Therefore, results should be treated with caution as they may not include instances where local authorities exercised these powers.

When viewing this data the reader should be aware of the following

- Bedfordshire Police, Greater Manchester Police and the Metropolitan Police Service were unable to provide data on anti-social behaviour powers as the data are not held centrally within each force.

- Greater Manchester Police was unable to provide any 2016 ASB use of powers data. Greater Manchester Police intends for its new integrated operational policing system to incorporate recording of ASB powers.
- Suffolk Constabulary was only able to provide data for the southern area of the force in 2017. Therefore its data are excluded.
- The forces highlighted above are not included in the figure or in the calculation of the England and Wales rate.
- Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers data.
- Gloucestershire Constabulary and Hertfordshire Constabulary were unable to obtain data regarding the number of civil injunctions as their local authorities lead the application of these.
- Humberside Police was unable to provide data on community protection notices and civil injunction notices as its local authorities lead the application of these. The force does not collect data on criminal behaviour orders and dispersal orders.
- Merseyside Police was unable to provide data on dispersal orders as these orders are attached to individual crime files.

Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017

Please see 'Recorded Crime and Crime Outcomes' above.

Suffolk Constabulary was unable to provide 2017 crime outcomes data.
Dorset Police was unable to provide 2016 crime outcomes data. Therefore, these forces' data are not included in the figure.

Dorset Police was unable to provide 2016 crimes outcome data, because it had difficulty with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded.

Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017

Please see 'Domestic abuse' above.

- The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2017 in this calculation. It is also possible to have more than one arrest

per offence. In addition, the reader should note the increase in police-recorded crime which affected the majority of forces over the last year. This may mean arrest rates are higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMICFRS evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the reader should be aware of the following:

- Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide domestic abuse arrest data. North Yorkshire Police was unable to provide comparable domestic abuse crime and arrest data, so a rate could not be calculated. Therefore, these forces are not included in the figure.

- Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data. Therefore, these forces do not have 2016 data included in the figure.

When viewing domestic abuse arrest data for 2016, the reader should be aware of the following:

- Cambridgeshire Constabulary was unable to provide 2016 domestic abuse arrest data due to a recording problem that meant it could only obtain accurate data from a manual audit of its custody records.

- Lancashire Constabulary had difficulty in identifying all domestic abuse-flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on the 2016 data provided to HMICFRS would be marginal and that these are the most reliable data it can provide.

Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017

Please see ‘Organised crime groups’ above.

Organised crime group data from City of London Police are not comparable with other forces. Therefore, its data are not included in the figure.

For data relating to 2016 the number of OCGs in Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per 1 million population rate is based upon their areas’ combined population. For the 2017 data Warwickshire Police and West Mercia Police force split their OCGs into two separate force areas.